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embracing collection of wages, payment of damages, usury charges, divorce cases, etc.

There are several prominent firms in the city which have habitually refused to pay their employes and the only recourse left to the workers was an appeal to the society, which was granted, and the wages in most cases were obtained. Other establishments have been making a practice of working employes two or three days and then discharging them without paying off. An appeal to the Legal Aid Society also usually brings results in these cases.

New directors for the ensuing year are: Mrs. O. W. Chamberlain, Mrs. Jessy Benedict Gessner, Julius Goldman, Fred C. Marx, Jose A. Morales, James J. McLoughlin, Charles H. Patterson, Henry L. Hammett and William J. Waguespack. For services rendered as director and treasurer Fred S. Weis was made an honorary director.—The Picayune, June 18, 1919.

#### PENOLOGY

**Report of the Secretary to the President and Board of Trustees of the National Committee on Prisons and Prison Labor, April 21, 1919.**—The work of the General Office of the National Committee on Prisons and Prison Labor for the period of nearly five months, during which the Chairman of the Executive Council (Dr. E. Stagg Whitin) has been in Europe, can be subdivided into national and state work.

#### NATIONAL WORK

A series of conferences was arranged, beginning with a conference on prison construction, held January 6th, 1919, and continuing with three conferences, the annual meeting of the Committee and a visit to Sing Sing Prison, February 3rd, 4th, and 5th. All the conferences and the annual meeting were held at the home of the president, to whom the Committee is deeply indebted, as undoubtedly the beautiful setting for the conferences greatly increased the interest and attendance.

The Committee was fortunate in connection with the conferences on prison construction in securing the co-operation of Mr. Lewis Pilcher, New York state architect, who arranged the program, which consisted of addresses by Mr. James Govan, architect of the Provincial Secretary's Office, Toronto, Ontario; Mr. C. E. Richards, architect of the New Ohio Penitentiary; and Mr. A. M. Saxe of the firm of Zimmerman, Saxe & Zimmerman, architects of the Illinois Penitentiary.

Mr. Richards was unfortunately taken ill and his place on the program was taken by Professor Kirchway. The manuscripts of Mr. Richards' and Mr. Saxe's addresses are ready for publication as soon as Mr. Govan receives the release on his manuscript from the Provincial Secretary of Ontario, Mr. Pilcher has agreed to write the introduction to this publication, which will give the different viewpoints at present existing on the matter of prison construction.

This meeting disclosed the fact that there are no established standards for prison construction and that extensive research is necessary in order that from the best thought of experts dealing with the various phases of the prison problem, architects and engineers may develop standards similar to the standards now available in hospital construction.

To provide for such research a motion was introduced and adopted at the annual meeting of the National Committee on Prisons and Prison Labor, on February 4th, 1919, to the effect that the trustees of the Committee be requested to organize a Committee on Structural Code and Type Standardization.

In addition to the annual meeting the February conferences consisted of:

A conference on women prisoners.

A conference on New York prisons.

A conference on misdemeanor prisoners.

The conference on women prisoners disclosed the fact that a clearing house for information on this phase of the prison problem is greatly needed. A motion was adopted requesting the trustees of the National Committee on Prisons and Prison Labor to establish a committee to act as a clearing house on the problems connected with the care and training of women prisoners.

At the conference on New York prisons, Commissioner Hamilton of the Department of Correction, City of New York, was among the speakers. Commissioner Hamilton has since submitted his three-year program for the City Department of Correction to Mr. Lewisohn for criticism.

The conference on misdemeanor prisoners revealed the fact that it is imperative that the Committee begin an active campaign to overcome the evils of the jail situation. The active co-operation of Mr. Edwin Abbott, general secretary of the American Institute of Criminal Law and Criminology, has been secured, and also that of Dr. William A. Wilson, director general, New York Bureau of Venereal Diseases of the Public Health Service.

A dinner was held at the home of Mrs. R. J. Caldwell on Wednesday, April 16th, at which Mr. Adolph Lewisohn, Dr. Hastings H. Hart, Mr. Edwin Abbott, Dr. Wm. A. Wilson, Miss Helen Varick Boswell and Miss Jaffray were present.

A program for the elimination of the county jail was planned to be submitted for endorsement to the Board of Trustees. If approved, Miss Boswell will present the program to the Council of the General Federation of Women's Clubs; Mr. Abbott to the American Institute of Criminal Law and Criminology, and Dr. Wilson to the Surgeon General for endorsement. It will then be necessary for the Committee to guide a nation-wide campaign for the adoption of the program.

A direct result of the conference on misdemeanor prisoners is that Mr. Edwin Abbott has been requested to address the Connecticut Conference on Charities and Correction on April 9th, on the subject of "The State Farm vs. The County Jail."

The conferences in January and February were attended by prison officials and others from fifteen states. The attendance at the conferences varied from 150 to 300, while over 80 persons visited Sing Sing Prison, where the plans for the New York state prisons were exhibited.

The result of the conferences has been a steady increase in the cordiality of the relationships between the prison officials and the Committee, which bring constant requests for information.

The conferences also have done much to standardize thought in connection with the need for the payment of wage to prisoners, the industrial training for prisoners and, above all, to emphasize the fact that the prisoner does return to society and that he must receive such training while in prison as to fit him to conform to the standards of society upon release.

The full proceedings of the annual meeting and conferences are now on the press and will form a valuable and needed addition to the literature upon prison work.

#### PRISON STATISTICS

The statistics of releases from prisons throughout the United States during the period of 1900-1918 were compiled and forwarded to the office of the Provost Marshal General, forming the basis of the statistics regarding felons in the report on the draft.

#### FOREIGN-BORN IN THE PRISONS

Questionnaires have been sent out at the request of a representative of the section of work for foreign-born of the Y. W. C. A., to the wardens and superintendents of all the state prisons for men and boys and correctional institutions for women.

To date 32 questionnaires have been returned from 21 states.

The readiness with which the wardens have furnished the statistics called for by these questionnaires and the amount of information they have afforded indicates both the friendliness of the wardens and also the fact that they realize that the foreign-born in the prisons and their families need education and friendship.

Conferences have been held with a representative of the Y. M. C. A., the National Committee for Constructive Immigration Legislation, and the Immigrant Publication Committee. The co-operation of the Y. M. C. A. and the Immigrant Publication Committee has been promised; the National Committee for Constructive Immigration Legislation, which is indirectly a branch of the Federal Council of Churches, believes the work could be more advantageously handled by the Social Service Division, and requested that the Committee present the matter to Dr. Brooks, director of this division.

Further conferences are arranged with the Hebrew Sheltering and Immigrant Aid Society of America and the Division for Study of Methods of Americanization.

After a few more preliminary conferences it is hoped that a small group can be called together and plans evolved for co-operation of the different agencies in providing the education needed by the foreign-born in the prison and by their families.

This work for the foreign-born should develop towards the introduction of the community camp or similar activities into the prisons for the benefit and training of all prisoners.

#### PATRIOTIC ACTIVITIES OF THE PRISONERS

At the request of the Liberty Loan Committee a survey was made of the patriotic activities of the prisoners. Letters were received from the wardens or superintendents of forty-three institutions in twenty-three states, which reported that \$106,350 worth of Liberty Bonds had been purchased by prisoners; \$34,805.99 worth of War Savings Stamps; together with many other patriotic activities carried on by prisoners.

These reports were turned over to the Liberty Loan Committee, which sent out a special press report and has arranged for addresses on the subject. It

is believed that both the public interest in the prisons can be stimulated through this means and the prisoners encouraged at the recognition of their efforts.

SURVEY OF PRISON REFERENCES IN THE PARTY PLATFORMS OF 1918 AND THE  
GOVERNOR'S MESSAGES AND LEGISLATION, 1919

A report is in process of preparation on the prison references in the party platforms, 1918, governor's messages and legislation, 1919. This report should show the trend of the prison movement throughout the country and form the basis for education work before the next session of the legislatures. In addition to the reports in the office of the Committee covering the laws regulating the control over the prisons in the 48 states, the parole, sentence and pardon laws and the laws regulating wage and employment of prisoners have been revised and brought up to date, and the library of prison reports brought up to date.

STATE WORK

*New York State.* A conference was called on December 2, 1918, at which the following were present: Mr. Adolph Lewisohn, Mr. Frederick A. Goetze, Mr. John J. Manning, Mr. William A. Orr, New York State Superintendent of Prisons, Mr. Kaufman, representing the United Garment Workers of America, Mr. Roache, New York Representative American Federation of Labor, Mr. Sam A. Lewisohn and Miss Jaffray.

Mr. Orr reported on the difficulty encountered by the prison department through the powers vested in the Commission on New Prisons in regard to the construction of new prisons, and urged that the National Committee on Prisons and Prison Labor make a survey of the situation and prepare legislation to correct the situation.

The officers of the Committee decided to consult with Dr. Samuel McCune Lindsay and Dr. Parkinson of the Legislative Drafting Bureau in regard to the retention of a lawyer to make the survey, and, if desirable, prepare legislation. On the advice of Dr. Parkinson and Mr. Chamberlain, Director of the Legislative Drafting Bureau, Mr. Frederick Lee was retained. Conferences were held with Mr. Orr, representative of organized labor, Mr. Lewis Pilcher, New York state architect, the wardens of Sing Sing and Great Meadow Prison, and Mr. James P. McGuire, chairman of the Commission on New Prisons.

All were in agreement that the work of the Commission had been completed and that the power over the construction of the new buildings should be vested in the state superintendent of prisons.

January 1, 1919, Mr. Orr resigned, and it was decided to continue the survey, but to wait and secure the co-operation of the new superintendent of prisons before making any finding public.

A brief conference was held with Governor Smith, who stated himself in sympathy with the plan for centralizing the control in the state superintendent of prisons and asked the Committee to co-operate with the new superintendent of prisons.

The survey was continued and presented to the trustees of the National Committee on Prisons and Prison Labor, January 7th. It was decided to limit the proposal to the control over the construction work, but to include

provision for supervision of prison workers by competent foremen instructors, not guards.

It was further decided to endeavor to bring about a survey for the reorganization of the prison industrial system and include recommendations for wages for prisoners.

Following the appointment of Mr. Rattigan as state superintendent of prisons the Commission on New Prisons adopted a resolution to the effect that it considered its work as completed and requested its own dissolution.

Senator Sage introduced a bill into the legislature to abolish the Commission, but retain the work of the Commission in the selection of the sites and approval of plans for the new prisons. The bill did not contain the provision for foremen instructors as it was found that the provisions of the building code for the erection of public buildings would make it possible to secure the foremen instructors, the difficulty formerly encountered being due to lack of co-operation between the prison department and the Commission on New Prisons. The bill has been passed by the legislature and is now before the governor for signature.

The get-together which resulted from the work of the Committee resulted in the appointment of a Commission by Mr. Rattigan to work out a better prison system for the state, and the appointment of Mr. Adolph Lewisohn, as the chairman of this Commission.

Contributions were made to the Social Service Bureau of Sing Sing amounting to \$350 and to the educational work at Sing Sing, \$100.

*Maryland.* The Committee continued its support of the Maryland Board of Prison Control in its demurrer to the injunction brought against it by the Jones Holloware Co., prison contractors, at the Maryland Penitentiary.

On December 19th, Mr. Lewisohn received a letter from Mr. Manning referring to a request from the attorney general of Maryland for recommendations as to other systems of employment to take the place of the contract system. Mr. Lewisohn after conference with Mr. Goetze, wrote the attorney general offering the services of the Committee in making a full survey of the prison industries of Maryland and proposing recommendations for the reorganization of the system.

The opinion of the Supreme Court of Maryland sustained the Board of Prison Control and the formal request of the Board of Prison Control for the survey offered by the Committee was received.

Mr. Whipple, of the staff of Perley, Morse & Company, was immediately sent to Maryland and is at work on the survey, promising his preliminary report immediately after the return of Dr. Whitin.

The Baltimore News offered its co-operation in the work in Maryland. A history of the Committee for the ten years since its organization was written and published in full in the News.

*Connecticut.* Mr. E. Kent Hubbard, Connecticut representative of the Committee, wrote for information on which to base proposals for the reorganization of the Connecticut prison system.

The material furnished Mr. Hubbard was found of value and he has stated that he believes by the next session of the legislature Connecticut will be ready for constructive legislation.

At the request of the Board of Managers of the Connecticut Reformatory for Women, the secretary of the Committee visited that institution and went

over the plans for its development. On finding them the most progressive in connection with any institution for women prisoners, the secretary complied with the request of the board and appeared before the Appropriation Committee of the Connecticut legislature urging large appropriations for the institution. Mr. Hubbard also spoke on behalf of the appropriations.

The decision of the Appropriations Committee has not yet been made public, but the secretary of the Connecticut Prison Association has written that sentiment towards the institution seems favorable.

The secretary, at the request of the chairman of the board, filed a report with him on the institution which he has written will be helpful in bringing about the development of the staff.

*Illinois.* At the request of Mr. Saxe a bulletin was prepared stating the facts in connection with the new prison in Illinois and the delay in its construction and asking an expression of opinion as to what the solution of the situation would be. These bulletins were sent to all members of the Committee in Illinois and also a large number of copies were given to Mr. Saxe.

Mr. Robert Gault replied that there is a great difference of opinion as to the desirability of completing the new prison. The members of the Committee in Illinois form the nucleus for a good group which can readily be developed and can assist in working out the state prison policy (exhibit 1).

*Maine.* Information in regard to reformatories has been forwarded to Mr. Edwin Wheeler, who reports the sentiment in Maine is crystallizing in favor of the establishment of a reformatory.

*Ohio.* The State Use System of Ohio has been charted by the Committee and charts sent to Mr. Riddle, a member of the board of administration.

*Utah.* Information was afforded the warden of the state penitentiary for use of members of the legislature in framing legislation for wage for prisoners.

*New Mexico.* A request has been received from the warden of the penitentiary for recommendations as to the most competent person to make a survey of the prison buildings. The offer of Mr. Pilcher to go down and make the survey if expenses were covered was secured and Mr. Lewisohn wrote the warden to that effect. The warden has written expressing appreciation, and it is probable Mr. Pilcher will make the survey.

*Alabama.* The state prison inspector has written requesting a criticism and comparison of different types of jail buildings. A report is being secured for him. He has also been sent the stenographic reports of Mr. Govan's address on the temporary type of prison building used in Ontario.

*Virginia.* The reports and publications of the Committee, together with copies of several addresses delivered at the February conferences have been sent to Mr. Mastin, secretary, State Board of Charities, for use in formulating reconstructive prison program of the department.

*Iowa.* Hon. George Cosson has been supplied with material to help him in securing the necessary appropriations for the development of the state farm for misdemeanants.

*Washington.* Dr. Sydney Strong was forwarded material on which to base recommendations for the improvement of the system of handling misdemeanant prisoners.

*Rhode Island.* The legislature has been circularized with pamphlets giving the facts against the contract system.

*New Jersey.* A fund of \$500 was given to commissioner of charities and

corrections to aid in the development of the educational work of the department.

Respectfully submitted,

(Signed) J. K. Jaffray,  
Secretary.

*Exhibit I.*

January 13, 1919.

To the Illinois Members, National Committee on Prisons and Prison Labor.

The National Committee on Prisons and Prison Labor is endeavoring to draw together the best thought which has entered into the construction of prison buildings in order that we may be in a position to advise those states which apply to us for information along this line.

To this end a meeting was held in New York on January 6th, at which Mr. Saxe, of the firm of Zimmerman, Saxe & Zimmerman, discussed the new Illinois prison. The enclosed bulletin contains Mr. Saxe's remarks. Would you kindly read it with care and send your comment to the Committee?

Very truly yours?

NATIONAL COMMITTEE ON PRISONS AND PRISON LABOR.

By .....  
Secretary.

National Committee on Prisons and Prison Labor

Columbia University, New York

Bulletins on Prison Construction

*The New Joliet Prison*

The members of the New York State Commission on New Prisons twice visited Illinois to study the new Joliet prison, which is being built under the direction of a committee composed of John Lambert, James J. Patten, and Congressman Ira C. Copley, of Chicago. The New York Commission was much impressed by the plans for this institution and personally requested the governor of Illinois, in the interests of humanity, to advance this project, especially in view of the terrible conditions existing in the non-industrial Joliet.

The subject of prison reform has recently been given prominence through the attitude of President Wilson, who issued an executive order in regard to prison labor on September 14, 1918. The President has also strongly insisted upon the need of vast undertakings along the line of public works, so that labor released from war-time employment may be given work. The progression of all necessary public works will tend to absorb the unreleased energy of skilled, but idle artisans.

The completion of the new Joliet in accordance with the present plans will be a notable step toward prison reform in Illinois. At the present time it is a worthy public work and the pushing of work upon it would be in line with the President's recommendation.

The National Committee on Prisons and Prison Labor, after a consultation with members of the New York State Commission on New Prisons, decided to call a conference in New York for consideration of the subject of prison construction. The Committee considered the most noteworthy prisons now under plan or construction, to be those of Illinois, Ohio, and the province of Ontario, Canada, and Sing Sing, Classification and Wingdale Industrial Prisons



in New York state, and invited the architects who had designed these institutions to discuss the principles underlying their construction.

At this meeting Mr. Albert M. Saxe, of the firm of Zimmerman, Saxe & Zimmerman, the architects of the new Illinois state penitentiary, enunciated certain of the basic principles embodied in the plans for the new Joliet. Mr. Saxe was very careful to distinguish between the requirements of reformatory work as compared with penitentiary conditions. He said in part:

"There are certain basic principles involved in the analysis of the requirements of a modern penitentiary upon which nearly all authorities on penal matters now agree, and which in themselves are not subject to much contradiction. They find their origin in the fact that a prison sentence means, fundamentally, that a convict is simply an individual condemned to live apart from society.

"The important conditions necessary of fulfillment to accomplish this end properly can be designated as follows:

"First: The prisoner must be confined safely. He must be confined in a manner which reduces the possibility of escape to an absolute minimum and precludes the opportunity of a repetition of his offense. This is the first duty of the state toward its citizens.

"Second: He is entitled to his health, for the prisoner is not condemned to die, and since he is not sentenced to physical or mental torture, there is no moral or legal authority for depriving him of it.

"Third: The regeneration of the man. This also becomes a duty of the state since, in the average case, the prisoner, upon expiration or commutation of his sentence will mingle with society again and his fellow citizens are once more subject to his influence, be it good or bad.

"A conformation to these three basic principles with an intelligent administration of the circumstances with which they are surrounded should result, so far as present conditions are concerned, in a model institution, but we find a serious conflict likely to ensue between the first fundamental and succeeding two, for when a prisoner is incarcerated beyond the possibility of escape under any of the usual forms of confinement, the other fundamentals suffer greatly.

"It is this conflict in requirements that has been the cause of the years of argument and contention between the theorist and the jailer.

"Let us first decide what the requirements for health (upon which generation is dependent) may be, and then determine whether or not they may be fulfilled consistent with safekeeping, which is in itself we know to be a more simple matter.

"We know that the health of the prisoner would be maintained, and a foundation laid for regeneration if he were to be surrounded with conditions most nearly approaching those of a decent home.

"Disregarding illusion to the obvious sanitary requirements, we know that first of all this means a room and not a cage. We know that his air supply should be directly from the outside, and not contaminated by cell house conditions.

"Here again these simple necessities of life are in themselves easily obtainable, but in order to obtain the first requirement of safety, it has been considered necessary to sacrifice them.

"In the most simple terms, the problem seems to lie in giving the prisoner

a direct connection with outside sunlight and air, without giving him an opportunity to use it as a method of escape.

"Obviously sufficient careful supervision would permit this, but under the customary forms of confinement, the expense of doing so would be exorbitant and it was the necessity of providing comprehensive supervision at a reasonable expense to the taxpayers that suggested the circular cell-house at Illinois. It developed a method of providing a normal living condition without jeopardizing safety; in fact, it increases the factor of safety by placing responsibility where it belongs. It gives the prisoner privileges for the simple reason that he cannot abuse them."

As an explanation of the solution of the problem at Illinois, it may be said that the cell houses are circular with a guard in the center, who has a view into each and every cell at all times.

The comprehensive supervision thus afforded permits each cell to have a large outside window without jeopardizing safety.

The cell houses are eight in number with a capacity of 248 prisoners each, an arrangement which permits the most flexible classification. The cell fronts are provided with glass doors instead of bars and each cell thereby becomes a room, giving a possibility for individuality to the prisoner not obtainable with an open front cell.

The institution includes all the usual administrative features, work shops, etc., and is surrounded by a wall 33 feet 6 inches in height, which encloses an unusually large area of ground for recreation and out-door living. The enclosure is 60 acres.

#### PAROLE—PROBATION

**Standards for Effective Probation Work.**—Following are the topics for discussion at the second session of the Eleventh Annual Conference of the National Probation Association at Atlantic City, Friday afternoon, May 30, 1919:

1. The Probation System should be standardized by the employment of as many officers as is required by the number of cases. Proper probation work demands that no probation officer should supervise more than fifty probationers at any one time.

2. Earnest effort should be made to induce judges not to place on probation the definitely feeble-minded, confirmed inebriates or habitual offenders. Unfit subjects on probation destroy the confidence of the public in the system and lowers the efficiency of the probation officers.

3. Before placing on probation, judges should require a careful investigation of the facts by probation officers. Investigation reports should be treated as confidential communications and should not be made public.

4. Care should be exercised on the part of judges and magistrates throughout the country lest the making of preliminary investigations requires so much of the time of probation officers as to prevent them from properly performing their principal duties of looking after and aiding persons who are placed on probation.

5. There is a certain advantage in having the preliminary investigation made by the officer who subsequently supervises the probationer, but in large cities a division of the probation staff into a corps of investigators and super-